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ABSTRACT

This document is the result of a 1977-78 study by the department of educational administration, Arizona State University, to identify and field test competencies determined to be essential in four community education roles: superintendent, district coordinator, principal, and building level director. The monograph discusses the question of role definition and performance evaluation as primary administrative tools. It shows how these tools affect administrative processes like planning, organizing, and controlling, and how they are basic to the health of an organization in such areas as role clarification, role conflict resolution, evaluation, and staff development. Chapter 2 discusses concepts, Chapter 3 the rationale and plan of the project, Chapter 4 the methodologies, and Chapter 5 the summary and recommendations. Two appendices at the end reproduce the ideal profile rankings and the superintendents' ratings of training. (Author/LD)

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COMPETENCY-BASED
COMMUNITY EDUCATION ADMINISTRATION

VOLUME II: THE MONOGRAPH

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CHAPTER I:

BACKGROUND TO THE PROJECT

The developmental effort which led to the project from which this monograph resulted spans a six year effort. During 1972-73, the Department of Educational Administration, Arizona State University, held planning meetings with administrators to consider the feasibility of using competency-based concepts to guide preparation programs. This activity led to several workshops and the results were published by the Bureau of Educational Research (Wochner, 1973). Subsequently staff and interns at the Southwest Regional Center for Community Education Development, Arizona State University, attempted to identify task areas, competencies and competency indicators for administrative roles associated with community education. This activity provided useful basic information, but more importantly, indicated the need for a research and development effort involving the Center with a broad array of administrators from the field.

The educational administration faculty at Arizona State University followed up the Center's suggestion with a need assessment survey which documented the need and the commitment to a project on the part of administrators of community education programs. A proposal from the Center was funded by USOE for FY 1976 for the "Assessment of Needed Competencies in the Administration of Community Education Programs." Four roles were involved: superintendent, district coordinator, principal and program director. The project was to accomplish two primary goals: 1) identification for each of the roles of administration of critical task areas, the primary competencies for each task area, and indicators of competence for each primary competency identified;

and 2) assessments, derived from practitioners, of how competencies might best be acquired and levels of attainment required for adequate performance.

The Center staff identified a series of research questions within the purposes set for the project:

1. Could the competencies generated serve as a generalized description for each role, valid for pre-service preparation and for certification purposes?
2. Could a cost-effective method with instruments be constructed and tried out that could validate competencies identified for each role?
3. Could role descriptions in competency terms be used in a valid way for on-the-job performance assessment?
   - 3a. Could role descriptions be generated in competency terms that would permit examination of conflicting expectations among those who judge performance?
   - 3b. Could the methodology be designed to account for "situation specific" competencies appropriate to one locale but not another or appropriate at one point in time and not another?
4. Could the methodology serve as a cost-effective need assessment for staff development needs of practitioners?

The 1976-77 project answered each of these questions with a qualified yes. The project generated competency statements that provided useful definitions of the four administrative roles, but these statements were in need of further validation. Instruments were constructed and a methodology tried out which offered unusual promise in the validation process and particularly in

on-the-job assessment. Finally, the instruments and methodology were satisfactorily demonstrated to meet discrepancy analysis requirements to produce a need assessment for in-service staff development.

The 1976-77 project results were rational extensions of the previous work and represented a highly productive R & D effort. Both the instruments and the methodology required additional development and testing. The Quadrant Assessment Model (QAM), which is described in detail in this monograph, was only partially tested, and all features of the project needed careful replication, specification, and description so that they might be easily adopted to use by those who were not intimately involved in the project. For these reasons, the 1977-78 project year was devoted to this activity.

This monograph is one product of the 1977-78 project. In addition, a Project Report and a Manual of instruments and methods has been produced, as well as a Research Report. Each of these products are available through the Southwest Regional Center for Community Education Development. They represent the culmination of a serious R & D effort which has involved a number of major school districts, university faculty and students, and Center staff in a successful cooperative effort.

The remaining monograph treats the question of role definition and performance evaluation as primary administrative tools. These tools have an important bearing upon administrative processes such as planning, organizing and controlling. Also, they are basic to the health of an organization in such important areas as role clarification, role conflict resolution, evaluation, staff

development and the like. Chapter II treats concepts basic to the project rationale which derive from research and development methodology and the theories which are fundamental to role definition and performance evaluation. Chapter III deals with the rationale and plan of the project itself with the specifics of how basic concerns and points of view about role description and evaluation are treated. Chapter IV is a presentation of the methodologies employed such that the project might be replicated or that all or some aspects of the project might be implemented in practice. Chapter V provides an analysis of what was learned and what needs to be done to advance both investigation and practice. Vital to the work reported here is the concept of research and development (R & D) which provides a viable linkage between investigation and practice.

CHAPTER II:

CONCEPTS UNDERLYING ROLE DEFINITION AND PERFORMANCE EVALUATION AND THE PROJECT RATIONALE

Role definition and performance evaluation are two interrelated functions which are critical to educational improvement and to organizational health. Major advances are being made both in the theory which permits rational decisions about these two functions and in the technical means to carry them out. When theory and technical capability can be linked together each can be clarified and refined for adaptation in practical settings. Basically this linkage of theory with technique with use in practice represents a sound research and development (R & D) approach--one which has demonstrated effectiveness in bringing about educational improvement.

Based upon the background of experience described in Chapter I, the Southwest Regional Center for Community Education Development established that definition and clarification of four administrative roles was essential to the delivery of community education programs. Further, the use of an R & D approach might yield significant results in advancing districts' capabilities in conducting performance evaluation. The theoretical grounds and the technical means which were employed to carry out this work are described in this chapter.

An R & D Approach

Immediate conditions and influences provide an impetus to examine new ways of doing things. Administrators generally have evidenced dissatisfaction with sterile job descriptions, discontinuity among administrative roles--particularly between levels

of administration--a need to better relate administrative performance to organizational goal achievement and a need to develop more valid and systematic evaluation of performance. As early as the mid-1950s, advocates in various professional fields began to argue for the identification of skills needed in specific roles, generation of performance criteria and the assessment of competencies both on-the-job and for the initial licensing of practitioners. In business management, Katz (1955) suggested technical, conceptual and human categories of skills needed by managers; Graff and Street (1956) examined the concept of competence and identified an array of critical competencies needed by school principals; and in medicine, Sheehan (1967) proposed a job analysis of physicians' activities to determine areas of competence and competencies within each area.

The early work, noted above, remained undeveloped. The problems attendant to role definition and performance evaluation continued in the field and theoreticians continued to discuss and analyze the difficulties. Without the kind of R & D approach noted in the introduction to this chapter, the linkages between theory and practice did not exist and without such linkages sound development work did not take place. However, other important work necessary to this project did occur in the areas of organizational theory, systems management, competency-based and performance-based administration and in evaluation per se.

The R & D approach pursued in this project was to search the relevant areas of study noted above in order to identify concepts and methodologies relevant to the problem. The promising ones were identified and organized into a rationale

that seemed defensible. Next the rationale was submitted to examination by practitioners and necessary adaptations made to attack the problem as it existed in the field. Finally, the methodology and instrumentation was constructed (invented) and the trial of the approach began.

Contribution of Organizational Theory

The need for role definition and for performance evaluation as a general principle hardly requires treatment, and according to the literature, is widely accepted as necessary to organizational effectiveness. However, questions about the means to achieve each and the proper relationships between the two raises many problems. Two primary tasks of administration for any complete organization, as a school or school district, are planning and controlling. Both depend upon adequate role definition and performance evaluation. Planning involves identification of goals, assignment of priorities and programs and the allocation of staff to accomplish them. Planning is related to the achievement of organizational goals through administrative actions referred to as controlling. Controlling represents attempts to close the gap between desired and actual organizational achievement.

In education, the primary resource for carrying out programs is people. What individuals do and how they perform are therefore critical factors in determining the nature and quality of programs. Thus, role definition and evaluation of performance become basic administrative tools. In this project the focus was upon the administrative roles themselves--what administrative roles and functions were required to provide programs of community education; what competencies were required by each role;

adequacy of performance expected for each function; and the actual levels of performance of those serving in the role. The process involves instruments used, standards to be employed, and uses to be made of the information obtained were to be the outcomes of the project.

From organizational studies the concept of role and of role expectations served to guide the conduct of the project. Guba and Bidwell, recognized students of the human relationships involved in formal organization, provided this definition of role: "A role has certain normative obligations and responsibilities, which may be termed role expectations, and when the role incumbent puts these obligations and responsibilities into effect, he is said to be performing his role." (Guba and Bidwell, 1958). Role expectations are not just those acts that are formally described as in a job description, they are determined by the "expectations" of those in related roles. In this project these were superintendent, district coordinator, principal, school director of community education, teachers and participants in the program. Further, it is obvious that differing expectations about a given role creates conflict and confusion which affect role definition and performance evaluation.

In addition to role concepts another dimension of organization theory requires specification, and it along with role is treated in the section on evaluation--this is the relationship of the individual to organization. Role definition and performance evaluation are now seen as a process of examining and integrating individual and organizational needs and interests. Each can be used to identify individual needs and expectations in

terms of those of the organization. Current organization theory holds that the organization is best served when the self-development of the individual serving the organization is a primary consideration. The focus upon attainment of goals (management by results) changes the focus of role definition and performance evaluation to facilitating on-the-job performance and the conditions necessary to it.

From organization theory guiding principles for the project were identified. Role definition and performance evaluation are not isolated tasks but are integral to basic administrative functions necessary to organizational health and effectiveness. Role expectations, because they are determined by the expectations of others necessitate self and other involvement. The likelihood of role conflict requires the need to identify where such conflict exists and to establish processes for conflict resolution, hence the importance of role definition and role clarification. The relationship between performance and organizational goals and the measurement of the discrepancies between needed and actual performance becomes a critical concern. With any procedures for role definition and performance evaluation is also the concern for the effects upon the individual. Basic to an undertaking to define roles and evaluate performance is the principle that these tasks establish a basis for change of individual behavior through a process acceptable to the individual such that both personal satisfaction and organizational effectiveness is improved.

Contributions of System Theory

Systems theory evolved from the need to plan complex

activities and coordinate effort to achieve organizational goals when the limits of time, human resources and the number of "interfering interests" could cause organizational failure. Systems analysis is a formalized procedure for identifying objectives, establishing priorities, specifying tasks and competencies needed and the plotting of time allocation for task accomplishment. Applied to an analysis of administrative structure, system concepts provide a rational procedure for specifying roles, specifying functions and tasks and the priorities of them. (McCleary, Peterson and Lamb, 1975.)

In this project a systems approach aided role definition and performance evaluation in several ways: it provided a format for role definition, related organizational goals to role specification, permitted the integration of role specifications across roles, and permitted the development of an objective approach to performance evaluation. The system format employed in the project was the familiar three level approach to a role description: task, competencies, competency indicators. For treatment of this method refer to McCleary et al cited above.

The four roles specified for definition were superintendent, district coordinator, principal, and building level director of community education. Individuals occupying each role met separately to identify the critical tasks involved in the respective role, write competency statements and suggest indicators of competence for each competency. Each school district participated as a team so that each role was represented within each district team. These teams then met to integrate tasks and competencies across roles.

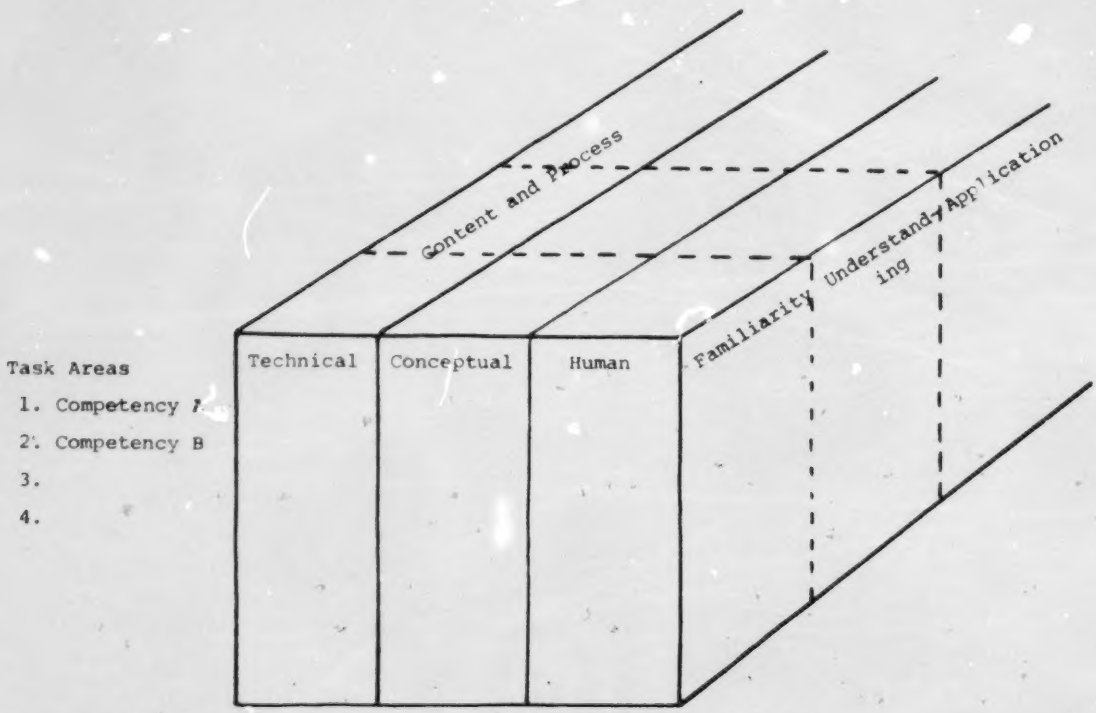
Contributions of Competency Theory

Competency is the presence of characteristics or the absence of disabilities which render a person fit, or qualified, to perform a specified task or to assume a defined role. To be competent is to possess sufficient knowledge and ability to meet specified requirements in the sense of being able, adequate, suitable, capable. (Pol, 1977.) This definition contains two elements: 1) specification of the task or defined role, and 2) indication of the knowledge, ability, or identifiable characteristics needed to perform.

The first aspect of the definition requires a functional role description--functional here implying a level of generality such that those performing in the role and those who must relate to it have a shared understanding of what is to be done. It is important also that the level of generality be such that the role description contain those competencies critical to performance of that role regardless of the specific location. This latter point is important in professional positions because of training, establishing acceptable standards of performance, communication with others in like positions, etc. Situation-specific items are to be treated, as will be shown, but the integrity of the role requires generalizability.

In this project a model was constructed to guide competency statement writing. The model indicates the type of competence (technical, conceptual, human) and the level needed (familiarity, understanding, application) written in terms of the content and processes to be employed, by the task areas identified. For example, a critical task area for Directors of Community Education Programs was determined to be public relations. Under this task

area a competency identified was to educate community agencies about the concept of community education and the programs available. Indicators of competence specified technical, conceptual and human dimensions at appropriate levels to "fit" with the role of the principal and the district coordinator.



Two approaches to competency specification are in use. One is a behavioral approach in which a fairly exhaustive listing is developed with each separate task stated in behavioral terms. The purpose is to be very complete and explicit. A second approach, and the one followed in this project, is to treat competencies as "molar" in character and as representative of the "critical" areas of performance. Byrne (1972) writes that competence "is the composite of basic capacities necessary for

successful function in a professional role...This is not the simple summing up of learned behaviors, it includes the capacity of merging individual capabilities into patterns of intelligent problem resolution and decision making." Krathwohl (1976) writes that following the behaviorist approach "will likely (produce) a mass of fragmented unrelated objectives..." Because of these concerns the project based its definition of competence and criteria for developing competency statements on the broader view of competence as a molar entity, the clusters of attributes needed to perform adequately in a professional role.

Contributions of Evaluation Theory

An established approach to evaluation, one particularly promising in personnel evaluation, is referred to as discrepancy analysis. Ralph Tyler's classic model, used in program evaluation, is an exemplar of this type as is Provus' (1971) and Stake's Countenance Model (1967). Measures of desired or ideal conditions (behaviors) are projected and measures of actual conditions (behaviors) are then obtained. The gap or discrepancy between ideal and actual conditions (performance) is the outcome or product of the evaluation.

Applied to the evaluation of personnel, the projected expectations for performance can be an integral part of the organization's planning. In this way organizational goals can be directly related to expected administration and staff performance. Cooperative participation can be facilitated in the planning process resulting in higher motivation and more effectively directed effort.

Evaluation of the discrepancy analysis type has several appealing features in terms of performance evaluation applications. First, it can be used in a formative manner; that is, it can be employed in stages for personnel improvement. Second, it lends itself to involvement of the person being evaluated--in establishing performance criteria in self evaluation, and in the assessment of results. Third, it has unique capabilities for generating a need assessment. This latter quality is particularly useful in the educational setting with professional personnel because it provides the basis for in-service staff development. Finally, discrepancy analysis is the only objective means of identifying role conflict and situation specific-conditions which are particularly troublesome in personnel evaluation. The major anxiety produced by personnel evaluation involves situations in which the individual being evaluated perceives that differing sets of role expectations exist (role conflict) or that the specific conditions place different demands than those present in other like roles. Role conflict and situation-specific conditions are treated in detail in later parts of this report.

Evaluation in education is necessary at five levels: institutional (as in accreditation), program, administrator performance, staff performance and student performance. Each is related to the others, and in best practice, each is related in terms of a unified, coherent appraisal system. Each, however, has its own discrete methods and purposes, an evaluation process. This project was concerned with an evaluation process for administrator performance, but care was taken to ensure that the process tested could be related to evaluation processes used in

other areas. The relationship of performance evaluation to the administrative functions of planning and controlling has been treated in the section on organization theory. The specific methodology employed for discrepancy analysis in this project is the Quadrant Assessment Model (QAM) which is described in a later chapter.

Summary

A brief review was presented of theory from the areas of organization, systems, competency-based and evaluation studies. Each contributes significant concepts and aspects of methodology important to role definition and performance. These contributions were employed to construct the rationale and plan of the project. The R & D approach employed by the project was treated as well as the implications of an R & D approach for successful developmen. work.

CHAPTER III:

PROJECT RATIONALE AND PLAN: A COMPETENCY FORMAT

The problem confronted by the project was the definition of those administrative roles necessary to the delivery of community education programs such that valid on-the-job assessment could be conducted. The problem was structured to permit the resolution of a number of related problems as will be shown by the rationale and methodology employed. Concepts contributed by the theories described in Chapter II were employed in constructing the rationale and plan, which is in a competency-based format and presented along with a description of the interrelationships of the two projects.

Rationale of the Project: The Problem of Change

A need assessment of administrators of community education programs and a literature search indicated the need for role definition and performance evaluation. The administrator group indicated that they would participate and that their peers would cooperate. However, there was concern expressed by administrators and Center staff that the project be planned to meet local conditions to avoid resistance. Simple notions about involvement and participation in planning and conduct of the study would not suffice. Therefore, a serious effort was made to examine the literature of change and to incorporate basic knowledge of change processes into the project plan.

Huberman (1973) identifies critical factors in organizational change and believes that the most important is an understanding of "the adopter's concepts of the changes he personally will be

required to make." He notes that in education persons are the instruments of change rather than technology. Whether or not a commitment is made by participants is another factor and this depends upon the extent to which necessary procedures are learned and believed (internalized). He also lists process variables such as complexity, communicability, relationships among persons involved, and congruence between the innovation and the environment.

Foshay (1973) reviewing a number of writers offers these observations:

1. An innovation not comprehensible to the leadership of schools will be trivialized and aborted.
2. An innovation must appear both to come from the top down (legitimizing it) and from the bottom up (being honest).
3. Credit for success usually goes to the developer, blame for its failure to the teacher (participant); care must be taken to provide recognition but, in addition, to make participants assume roles in the development itself.
4. Innovations must be locally verifiable and locally modifiable.

These observations are Foshay's but they are modified by this writer in terms of how they were actually taken into account in the project plan. As will be seen, nothing was undertaken until it was presented and modified where necessary by the leadership; a model was employed in which the content was actually contributed by the participants; the focus of the project was upon local verification and modification. Finally, the process aspects

(structures for participation, interaction, and feedback) were considered to be more important than the final products.

Also given serious attention were the stages in a change process as identified by Rogers (1962). These are: awareness, continuing interest, evaluation, trial and adoption. The activities culminating in the 76-77 project and the 77-78 project were only undertaken as it seemed possible to move from one stage to another. The 77-78 project was not undertaken, even given serious consideration, until an assessment was undertaken which indicated the fruitfulness of continuing.

Rationale of the Project: The Problem of Process

In R & D efforts, unlike "pure" research, the participants (subjects) are an integral part of the study. As indicated from the comments on R & D (Chapter II) and those on change (above), a primary concern is the premise that a given set of concepts can be applied to a significant problem(s) of the field in ways that are meaningful and acceptable to the practitioner and at the same time have validity and integrity in terms of legitimate investigation and knowledge building.

In this project more than one hundred community education administrators and more than twenty professors and state agency personnel were involved. In each phase of the project plan evaluations of the preceeding phase were reviewed and an information sharing and orientation to the next phase was held. In this way every participant was able to determine everything that was known to that point and to become thoroughly familiar with the projected activities and outcomes of the next phase.

Specifically, in the 1976-77 project there were three concrete types of process outcomes. The first process outcome was the involvement of project participants in defining, in specific and measurable terms, the four administrative roles associated with the delivery of community education programs. Each participant met in a work group based upon his role (superintendent, district coordinator, principal, building director) and in a team representing the four roles for each district participating. Discussions centered upon a job analysis of each role and the relationships between roles by task, competency, and competency indicators.

This process resulted in written statements which were then reviewed until agreement was reached about a competency statement's meaning and the representative behavioral indicators that could be employed to make judgments about performance. Significant insights were gained into the nature of roles, their relationships, and the knowledge and skills required. Along with the frustrations of specifying competencies a high degree of gratification was expressed about getting roles clarified, in building communication within teams, and in sharing expectations for performance.

A second process outcome was realized as each group (by role and by team) prioritized competency statements in terms of an "ideal", or generalized role description. Thought and discussion about priorities was of considerable value as groups began to see the ramifications to planning, conflict resolution, in-service development and to formative evaluation.

A third process outcome involved the sharing of the ideal profile and the use of the statements generated as an instrument for self assessment. Participants were able to compare their own

profile with that of their composite group ideal profile. Discussions centered upon the congruence between actual and ideal profiles and the meanings and uses of these results.

The same process outcomes resulted in the 1977-78 project as a restricted number of districts, participating as administrative teams, went through the entire process.

Rationale of the Project: Assumptions About Role Definition

The review of the concepts underlying role definition and performance evaluation and the literature of organizational change led to the acceptance of certain assumptions for the plan of the study. A number of benefits result from clearly specified roles and the formal, written descriptions of them. At the same time care must be taken not to rigidly describe roles such that jobs become a mechanistic fulfilling of lists of behaviors with loss of creativity and adaptability. This concern led to the adoption of a competency-based approach and to the R & D model which required a high degree of involvement of participants. The process, in which only the inputs of participants would be used, became accepted as necessary to valid, usable results.

Role definition needs to be undertaken for the purpose of getting clarification of each role in sufficiently generalizable terms that comparisons across districts can be possible. Thus, the decision was made that an "ideal" profile for each role was needed. With role specification the conditions of role conflict (differing expectations) and situation-specific (priorities in one situation differ from another) are always present. These must be identified so that proper account can be made of them, and procedures were established to accomplish this.

The role definition then is first to be in terms of a set of ideal competencies, related across roles. It is important to note that statements of competence are merely that; they have no inherent quality other than that ascribed to them. Thus, sharing of meaning by the process techniques employed became critical to useful applications. Also important is to dispel any ideas that a definition of competence through role definition techniques, as employed here or of any kind, have any pretense of permanence. They should not be accepted uncritically or be merely adapted from one place to another. Again, the process is the important element and the process and methodology were assumed to be the important products, and not the content of the role descriptions themselves.

Role definition is not an isolated administrative activity. Its purpose is to clarify and specify expectations for performance. In itself this is a highly useful activity. Participants repeatedly reported their appreciation for the opportunity to discuss their roles with others occupying the same role and within their teams so that the configuration of roles within one district were examined. However, role definition should be related to district planning and to those activities referred to as controlling which move the program administered toward its planned goals.

Rationale of the Project: Assumptions About Performance Assessment

Role definition is essential to performance evaluation. It provides the specifications upon which standards of judgment about performance become known and shared. Too frequently performance a[illegible]t is conducted in an isolated, implicit, almost covert manner. This is usually the result of a lack of preparation for it not a result of conscious action of the administration. When

performance assessment is handled as an isolated administrative task it is usually of a summative type, employed to reach a decision about promotion, tenure, transfer or dismissal and is usually quite unrelated to planning and controlling functions.

Assumptions about performance evaluation employed in this project began with the concept of formal, explicit specification of expectations, that these expectations would be developed and shared jointly, and that self evaluation as well as peer and superior evaluation would be a part of the evaluation process. The type most amenable to professional development and organizational health was determined to be a discrepancy analysis. Thus, ideal profiles generated for each role would be used as criteria for actual profiles (resulting from self and other ratings).. The discrepancy or gap between ideal and actual ratings then would provide measures which could be used in a number of important ways, including in-service development of administrators. In this sense, discrepancy analysis becomes a need assessment.

The grouping of ratings--judgments treated as grouped data--provided measures of idea/actual performance for the four roles which revealed a number of uses beyond that of the local district. For example, competencies judged to be important in the ideal profile and judged to be low or poorly done in performance across a particular group of administrators provide excellent need assessment data for the targeting of in-service training by a state agency, center or university. Possibilities for this "extra" use of data led to the use of the Quadrant Assessment Model (QAM) as the evaluation model. It is described in Chapter IV and is the basis of the methodology employed in the project.

Plan of the Projects

As described previously, this monograph deals with two related projects (1976-77 and 1977-78), funded by the USOE and conducted by the Southwest Regional Center for Community Education Development, Arizona State University. These two projects had antecedents in other project work, but they were structured as an R & D effort in which the second project was a direct follow-on of the first, in effect being one study. Therefore, they are considered together, for the purposes of this report as one project study. The first project, 1976-77, dealt with the identification of competencies in the four roles already identified. The second project dealt with the testing of the instruments and procedure for performance evaluation.

The purpose of the projects were to describe in competency terms and validate role descriptions of the administrative roles involved with the delivery of community education programs, and to design and test a procedure for performance evaluation.

Activities of the Project 1976-77

1. Identify cooperating districts and teams from each.
2. Hold workshop for presentation of the project plan and writing of role descriptions by task areas, competencies and indicators, with review by teams.
3. Staff edit, rewrite and prepare materials for review.
4. Hold workshop of representatives of each role. First workshop participants to review staff work and provide content and construct validity.
5. Staff prepare instruments for a) prioritizing of competency statements, ideal form, b) obtaining ratings

of levels of competency needed, and c) ratings of preference for competency attainment.

6. Analyze data obtained; prepare ideal profiles; prepare instruments for self evaluation (actual form).
7. Hold workshop to review findings, describe and critique ideal profiles, conduct a trial self-assessment.

Activities of Project 1977-78

1. Staff review findings of 1976-77 project and prepare instruments for a self-evaluation and an evaluation by significant others.
2. In regional meetings share plan, profiles and instruments.
3. Administer evaluation, actual form.
4. Submit data to analysis using the Quadrant Assessment Model (QAM).
5. Prepare composite profiles: Ideal and Real.
6. Use a panel (external to the project) to evaluate process and the instruments, methodology and findings.
7. Make data available where appropriate in the form of profiles for evaluation purposes, need assessments for pre-service and in-service program planning, etc.

The activities noted above were completed and the development work indicated was carried out. The methodology basic to the projects are reported in Chapter IV.

CHAPTER IV:

METHODOLOGIES FOR ROLE DEFINITION AND PERFORMANCE ASSESSMENT

The methodologies employed include that required for the preparation and validation of the instruments and the Quadrant Assessment Model used in the analysis of the composite data. Each is described in this chapter. The methodology employed for the preparation and conduct of performance evaluation when treated in terms of composite (grouped) data provided additional findings useful beyond the immediate purposes of the project. These are indicated in descriptions of the QAM and are reported and treated in the final chapter.

Instrument Preparation

Several approaches to role definition were originally considered and the choice of the systems format was made. As indicated, this format consists of the identification of areas of competence (functions), statements of competence (tasks), and competency indicators. The literature and past experience of the Center provided reasonable assurance that this format could provide 1) the structure needed for task forces to describe roles, 2) a high degree of content and construct validity not possible with other formats, and 3) an objectivity of item construction so that role description statements could be used in rating scales for performance assessment.

Using the systems format and the competency model presented in Chapter II, task forces comprising representatives of the four roles were given the task of identifying the major areas of competence in each role, writing statements descriptive of

competencies needed to function in each task area, and listing indicators that would provide a standard for judging competence for each competency statement. The usual support of a Center staff person, available consultant aid, necessary materials, and the like were provided. The chairpersons for each of the four task forces met prior to the workshop in which the writing took place, and an orientation and presentations were provided for the entire group.

Teams representing each role by district met periodically to review the work of the task forces so that items could be checked across roles. The focus of attention was the competency statement. These statements were to be "molar" in nature; that is, general enough to designate a critical task along with the technical, conceptual and/or human skills required to fulfill it. Task forces were instructed not to get "hung-up" trying to get polished statements or to be concerned about being exhaustive.

After the initial workshop the Center staff did a content analysis of items and a rough sorting to see if the items were logically consistent and met the criteria provided and whether the items, by the sorting procedure, matched the areas of competence identified. Items which seemed to be inconsistent in any way were identified. After some editing, all items were reproduced and distributed to all participants with a request for reactions.

A second workshop, much smaller but representative of the original participants, was then scheduled to prepare the "ideal" profile. All the previous work was reviewed and this second workshop was given the tasks of editing, rewriting, adding

statements and preparing a final version of the job description for each role--the description to include the three levels of the systems format. It was understood that no pretention was made that these statements revealed all the competencies but that a genuine effort was made to identify the more critical ones in terms of on-the-job performance. Further, it was understood that a knowledge and skill base underlies each competency, and statements needed to be judged in relation to such a base.

The first use of the product of job descriptions was in the development of ideal profiles, descriptive of ideal practice as perceived by those occupying a given role. The idea of "critical competencies" in a role suggest degrees of importance. It was thought that a priority ranking could be accomplished for both ideal (ideal practice) and for actual (actual performance) ratings of the lists of competencies. Two sets of rankings were obtained showing high and low degrees of importance. The "index of importance" was determined on the basis of obtained grouped mean scores; the "index of consensus" was determined on the basis of the standard deviation of grouped scores. The methodology by which rankings of statements was obtained was the T-Score, which takes into account both mean and standard deviation--importance of an item and consensus in the rating of it.

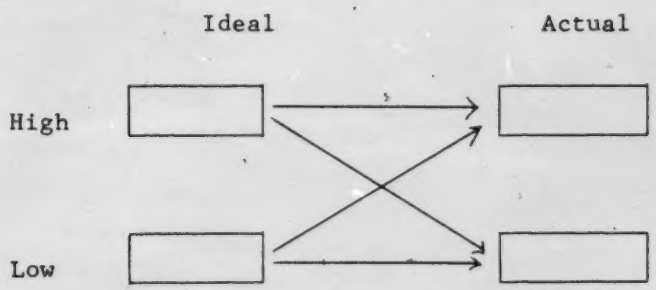
Quadrant Assessment Model (QAM)

The conception of the QAM arose from the decision to employ discrepancy analysis and from the basic rationale of the methodology treated above. The comparison of ideal and actual ratings of competence when ranked in terms of importance provide four

variables in four possible combinations: high ideal-high actual; high ideal-low actual; low ideal-high actual; low ideal-low actual; the variables being ideal perceptions, actual performance; high importance, low importance. The four combinations of variables brought about the label of QAM.

The QAM provides the means to examine six sets of relations and each is useful. Shown in model form the QAM reveals: 1) high-low ideal, 2) high-low actual, 3) high ideal-high actual, 4) high ideal-low actual, 5) low ideal-high actual, 6) low ideal-low actual.

THE QUADRANT ASSESSMENT MODEL



The discrepancy analysis proceeds from an examination of the relationships between ideal and actual perceptions of practice. To illustrate the use of the QAM the interpretations or meanings ascribed to the QAM relations are provided and the uses of the QAM are described.

Assume a group occupying a given role, e.g., director of community education, has provided ideal and actual ratings of a listing of validated competencies. T-Scores of the grouped ratings permit the identification of each competency statement in

terms of the QAM. Four sets of relationships in the discrepancy analysis, as employed in the project, might be interpreted as follows:

High Ideal - High Real statements are assumed to mean that competencies implied by the statements are important and that practitioners do, in fact, possess those competencies. Therefore, these statements would be important descriptions upon which to: (1) evaluate performance of practitioners, (2) determine entry level competencies for individuals assuming that role, (3) base planning of pre-service programs, and (4) determine criteria for certification.

High Ideal - Low Real statements are assumed to mean that competencies implied by the statements are important but that practitioners generally do not possess competencies implied by the statements. Therefore, these statements need to be given high priority in in-service education, are of second level importance in assessment of performance, and should be included in any re-certification considerations.

Low Ideal - High Real statements are assumed to mean that competencies implied by the statements are of low importance and are regarded to be over-emphasized in practice. Therefore, these statements would be important in assessing over-emphasis in performance and in discussing role definitions in in-service sessions. These competencies, unless further research indicates otherwise, would not be given priority in pre-service programs or in certification considerations.

Low Ideal - Low Real statements are assumed to mean that competencies implied by the statements are of little importance

and are generally not being emphasized by practitioners. These statements, too, would not be given priority in pre-service, in-service, or certification programs.

Now assume that other groups (referred to as "significant others") also provide ideal and actual ratings. These might be, as in the case of this project, superintendents, principals and district coordinators providing ratings of the role of direction (ideal) and a rating of performance of a specific director (actual). Grouped ratings for each "significant other" group providing ideal ratings can be compared with each other and with the group in question, in this case directors. The extent of agreement among rating groups can be determined for each competency statement by Kendall's W-correlation of concordance. Statements with high agreement--either as being of high or of low ideal importance--can be accepted with considerable confidence in terms of validity.

Statements about which groups do not agree represent a problem which requires further investigation. These might be evidence of role ambiguity or simple lack of agreement about what the role entails for successful performance. These might be evidence of role conflict about which there exists real disagreement about what constitutes successful performance. These might be evidence of a significant number of instances of situation-specific conditions in which a given area of competence is a high priority in one location at a given time but not in another location. The QAM is a particularly powerful device for making this identification and for pursuing investigation of it through analysis of individual districts or schools. In any case, items

over which there is low agreement (lack of consensus) in the ideal ratings should be withdrawn from consideration in either performance evaluation or in need assessment. In the former case such items would be invalid and should become the substance of role clarification activities. In the latter case such items could only produce spurious data upon which to base a need assessment for pre-service or in-service education.

The QAM is a useful need assessment tool when employed to identify competencies appropriate to pre-service (high ideal - high actual competencies would be assumed to be essential to entry level practitioners) and in-service (high ideal - low actual representing needed competencies) training. The QAM is unique in linking performance assessment to training and thus serves in a formative evaluation mode. It is also a tool for the analysis of competencies <u>across</u> roles. Teams of administrators are able to: 1) analyze inter-relationships of roles, 2) pinpoint weakness in role specifications, 3) identify role conflicts, and determine situation-specific competencies.

Using only the ideal side of the QAM other ratings of each competency statement, than just that of "importance", can be obtained. In this project it was decided to obtain judgments about preferences for how a given competency might best be obtained. A set of columns labeled pre-service, in-service, on-the-job, incidentally, etc. was provided with the listing of competencies. These data are provided in the next chapter. Also, the rating and prioritizing of levels of proficiency needed for each competency (application, understanding, familiarity) was obtained and these are reported in the next chapter.

Statistical Treatment and Computer Application of the QAM

The formulae required for statistical treatment of the data are straightforward applications of established procedures. The formulae are:

Mean: $\bar{x} = \frac{\sum x}{n}$

Standard deviation: $SD = \sqrt{\frac{\sum (x-\bar{X})^2}{N-1}}$ or $\sqrt{\frac{\sum f\,(D)^2}{N-1}}$

$D = x - \bar{X}$ f = frequency

Total weighted raw scores: $\sum fx$

T-Score: $\left(\frac{x - \bar{X}}{SD} \times 10\right) + 50$

Combined averaged T-Scores: $\frac{(T_1 \times 2) + T_2}{3D}$

T_1 = Ideal T_2 = Actual Note T_1 is weighted

T-Test: $\frac{\bar{X}_1 - \bar{X}_2}{\sqrt{\frac{SD_1^2 + SD_2^2}{N_1 - 1 \quad N_2 - 1}}}$

W - correlation of Concordance: $\frac{12 \sum D^2}{M^2 (N) (N^2 - 1)}$

M = # of groups N = # of items

$D = x - \bar{X}$ x = rank of each item for each group

A computer program and opscan sheets were developed and successfully tested in terms of the QAM logic. The program may be obtained from the Southwest Regional Center for Community Education Development. With the program it is possible to rate and prioritize,

rapidly and inexpensively, statements descriptive of competencies for a variety of purposes. These range from the practical as in performance evaluation to data collection for investigative purposes. The model and procedures appear to be applicable to a variety of positions.

Basic Steps of Methodology

The basic steps involved in methodology are:

1. Formation of task forces for initial input of role description in a systems formation.
2. Refinement of initial descriptions and a validity check.
3. Preparation of an instrument for the rating of role description items (competency statements); each statement is rated for importance using a Likert-type scale.
4. Collection of ideal ratings and preparation of the ideal profile -- T-scores are used for prioritizing, high and low ideal items; W-correlation is used to validate items for use in performance evaluation.
5. Administration of same instrument for actual self and significant other ratings.
6. Preparation of actual profiles - individual and/or grouped data.
7. Analyses as needed, performance assessment, role definition and role clarification, conflict and situation specific items, need assessment for in-service, etc.

The description of the methodology provides an indication of the power of the QAM and the uses to which it might be applied. It is important to point out that the methodology does not insure

precision or even predictive validity. The quality of the inputs to the methodology need to be critically evaluated, and a specific section on applications--particularly to performance evaluation--is provided in the next chapter. The process, then, is a major factor in achieving an adequate result. In the project this was constantly monitored through an external evaluation process which involved interviews, post-workshop evaluation forms, advisory groups and the like.

In addition to the above concerns about checks on process factors, certain statistical standards for validity were established. These included:

1. Assumption that perceptions in response to the "ideal" statements would show a higher degree of consensus than to "actual" statements.
2. Assumption that perceptions in response to the ideal statements would show a higher rating of importance than to the "actual" statements.
3. Assumption that self perceptions of the role incumbents would be higher in response to "actual" performance than the perceptions of significant others.
4. Assumption that perceptions between groups (concordance) would show a high degree of similarity.

In all instances these assumptions were supported. Further, several internal validity checks are built into the methodology. As indicated, items (competency statements) were deleted in analysis of "actual" responses concerning which low agreement between groups was shown in responses to the "ideal" form. This point is particularly important to valid performance evaluation.

Finally, checks of documents and perceptions of individuals about priorities within the four roles were independently collected and were found to surface rather consistently in the competency statements.

Two items require specific notation in regard to the assessment of the methodology itself. First, no claim is made to predictive validity although a strong claim is made to content validity. The short duration of the project did not permit the collection of data relative to predictive uses of the instruments and procedure. Second, reliability of ratings were not checked specifically, again because of the short duration of the project. Other projects employing the QAM, however, have found a high degree of reliability, and there is a strong claim to the assumption of high reliability in the evidence from post-workshop evaluations--participants understood the procedures and there was high agreement about the meaning of the items and the indicators that were used to judge them. Apparently, the process and the need to prepare and develop the content (competency statements) in terms of the particular group being appraised is important as would be the need to review and up-date any set of statements describing role(s).

CHAPTER V:

THE COMPETENCY-BASED APPROACH TO ROLE DEFINITION AND PERFORMANCE EVALUATION: RESULTS AND APPLICATIONS

The rationale for the use of a competency-based approach to role definition and to performance evaluation led to consideration of methodologies appropriate to the competency based approach but which was also compatible with individual needs and organizational health. The competency-based role definition methodology was based upon a process model involving individuals in the same roles and teams which cut across roles and retained district identity. The methodology for performance evaluation became the QAM, a discrepancy analysis procedure, which could be used in a formative mode in terms of individual evaluation. Further, grouped data provided an effective need assessment tool. These and other applications are examined as well as specific results of the projects themselves. The first project (1976-77) basically employed the ideal side of the QAM to obtain and validate the ideal profiles for the four roles. The second project (1977-78) employed the full QAM (ideal and actual).

The emphasis of this monograph has been to provide the conceptualization of an approach to role definition and performance evaluation and a sufficient description of an R & D project employing methodologies appropriate to the conceptualization such that judgments can be made about the validity and usefulness of concepts, processes and methodologies employed. The treatment now turns to results of the project and applications which are possible. The type of R & D effort reported here creates products (instruments, procedures, etc.) and the initial testing

of them so that the feasibility of their use becomes apparent. This is the ultimate test of the degree of success of an R & D effort.

Results of the Project

Results of project work such as this are in products which are often not in statistical form, and further, some results are contributions to knowledge about a process, such as performance evaluation, which has not yet been adequately treated in the literature. R & D efforts can contribute to experimental research through the production of products and/or hypotheses capable of being tested in controlled research designs. The treatment in this section is directed to these kinds of results. The treatment of results in this section is directed to the task of providing a report of specific outcomes, but also to contributing knowledge of what was learned in the conduct of the project work. Results of the latter type are often the more fruitful in terms of both additional development and in further investigation.

Role Definition

The three-level, systems type format employed provided a structure in which practitioners were able to carry out a job analysis. There was little difficulty encountered in identifying task areas although the writing of competency statements was at times troublesome. Some of this difficulty involved agreeing upon the level of specificity and some involved the form of the statement itself. The latter problem was overcome in part by an emphasis upon noting the content or skill of the competence rather than getting to a polished statement in the initial work.

An additional aid was the suggestion that statements be cast in the form: "The (director, coordinator, etc.) should be able to . . .;" or "The (director, coordinator, etc.) is able to . . . ." In this way some statements initially were left incomplete, but all were in a similar form.

The former difficulty, that of level of specificity, was largely overcome as working groups added or revised the broad task areas (the first level) and as they developed indicators of performance (the third level). Thus, a statement might indicate the need for another task area or it might be so specific as to be noted as an indicator of a competency.

Competency Statements

The working groups quickly accepted the fact that the list of competency statements would not be exhaustive but would include those competencies judged to be critical to the role. The sets of competency statements, by broad task areas, and with the indicators are provided in the Manual. The staff, and most participants, accepted the fact that some competencies might not be amenable to specific description and that some might be missed completely that later could be shown to be critical to a given role. The important point was to get initial role descriptions, in competency terms, in as acceptable a fashion as possible That is, the outcome was to be an array of items which were meaningful to role incumbents and to significant others which would encompass the major elements of the role.

The initial preparation of competency statements was basically a job analysis which employed an inductive approach.

From direct experience individuals contributed specific information about what they did and how they felt a given activity should be done. The second stage was basically a deductive approach in that a task force for each role examined the product of the first stage of work and thought about what the role should entail. The resulting product was a list of statements from experience which were then revised, edited and augmented in terms of an over-all conception of a given role and how it "fit" with the other three roles being treated. This combined inductive--deductive approach provided the best assurance of obtaining content and construct validity and meeting the criterion of adequacy.

The process aspects of the work have already been described, but it needs to be noted here that the process itself was a significant outcome. Individuals repeatedly expressed, in the project evaluations, the importance they attached to the discussions and to the resulting descriptions. The amount of role clarification which took place, althought not measurable, was significant indeed. The nature of role clarification, role conflict and role conflict resolution, and of situation-specific conditions have been described. The process provided the means to identify these areas and this alone is an important outcome which, according to staff investigation, is not now being either investigated or treated in the field in any systematic way.

The product of the role definition activity is the accual role descriptions. For the first time the practitioners in a set of roles, using a common format, joined together with a professional staff (state agency, professors, and Center staff) to define roles as specifically as current conditions and the

methodology would permit. This product, then, is a bench mark or first organized and systematic set of role descriptions for these roles. As important as this is as a product, no one knows how long such a set of descriptions will remain valid, nor even how generalizable they may be to other settings. They are, in effect, a first approximation and only that. They need to be subjected to controlled testing and in this way they can become the basis of systematic research. For practical use, they can become a reference: 1) for districts attempting to achieve more specific role definition, 2) for institutions planning pre-service training, and 3) for state agencies in examining criteria for licensing, to name a few such uses. These applications are treated in the next section of this chapter.

The role descriptions as products should not be treated as permanent or as absolute. As an exemplar and as a first approximation they can serve valuable purposes. The process proved viable and should be employed to replicate and to up-date the descriptions into the future and to test usefulness from one setting to another.

Performance Evaluation

The use of the role descriptions in performance evaluation involved the QAM as a basic tool. Thus, the primary result of this stage (Project 1977-78) is a tested tool for a discrepancy analysis in performance evaluation. The initial stage of work, that of developing role descriptions, provided the content for performance evaluation. The role descriptions were generated in terms of the "ideal" or generalized statements applicable to roles

in any setting. As indicated previously, the four roles for which role descriptions were generated are: superintendent, district coordinator, principal and building director.

Grouped data from the ideal form of the competency listing resulted in ideal profiles for each role. To obtain measures for prioritizing competencies a 5-point, Likert type scale was used to obtain responses to each competency statement. In addition, some preliminary data were collected concerning participants' preference for where by acquire each competency and the level of competency judged to be appropriate to the role. These data are provided in the Appendix. These three kinds of data represent useful information resulting from the project. Uses are treated in the section of this chapter, Applications.

The full use of the QAM permitted a complete trial of the model and its use in performance evaluation. Computer programs were developed and successfully run using both UNIVAC and IBM equipment. These programs, along with the procedures already reported, are tools which are now available for use both in practical situations and in further investigation.

Individual profiles (actual) provided each participant, and each team, with a trial use of the full evaluation procedure. On an individual basis self and significant others actual ratings of performance could be compared with each other and with ideal profiles. The project funding and time commitments did not permit follow-up on the handling of discrepancies in these ratings; that is, how gaps revealed by the ratings were actually treated at the district level. This is an important area of concern, and additional R & D work is indicated.

In addition to the procedure and the tools (instruments and programs) resulting from the 1977-78 project, much was learned to increase an understanding of performance evaluation. An important result of the project was an examination of performance evaluation per se; that is, simply an investigation of what is currently taking place in education. A thorough search of current literature and practice revealed the existence of five discrete forms; these are: informal ratings, rating forms, performance contracts, QAM, and standardized instruments. A review of each type is beyond the scope of this work, but an article in Theory Into Practice (accepted for publication during 1978-79) by this author provides a review.

Performance evaluation until now has been treated as a separate administrative process--usually tied to personnel concerns of tenure, retention, promotion, transfer and compensation. The view taken in this project was that performance evaluation is a process which should be related to other types of evaluation (institution, program, administrative staff, teaching staff, and student) through an integrated evaluation system. Further, the performance evaluation should flow from and contribute to basic administrative functions, particularly that of planning and controlling.

The project has demonstrated several important principles of evaluation, some of which may be regarded as limitations but which are necessary to an understanding of the current state of the art. First, performance evaluation does not eliminate judgment, and in this sense, is not completely objective. Self and other ratings are judgmental in character and no pretense is made that the

human factors involved in judgment are reduced to some objective basis. What is achieved is a reliable framework for making judgments and a means for verification. Second, performance evaluation can be employed in a formative fashion with the participation of the person being evaluated. This is the most reasonable means of employing evaluation to enhance performance. Third, performance evaluation can be conducted so that both organizational goals and personal needs are taken into account. The means employed permits individual input to the items used, specified the process, included the individuals self assessment and provided the data for a rational needs assessment. Fourth, the performance evaluation provides for role clarification, role conflict resolution and an acknowledgement of situation specific conditions. Finally, the process should be seen as incremental, to be conducted in regular cycles so that by successive use the process can be refined and improved.

The above five points are recognized as basic to sound evaluation in terms of current theory. The project was able to demonstrate an application of each principle in a single, integrated process. Further, the instruments, the process itself, the data base, the model and data analysis programs are available for adaptation.

Applications

In this section a brief examination is undertaken of the potential applications of the tools developed in the project. These applications are: performance assessment, role definition and role conflict reduction, program planning and needs

assessment, research and development, and certification assessment. Each application and its subsequent function is described below.

Performance Assessment. The need for objectives, valid instruments, and methods for assessment of performance on the job is well known. In teaching and administration of educational programs, assessment is a difficult and time-consuming task and it is often conducted in ways which are counterproductive to improvement of performance. Using the competency-based approach employed in this project, a sequence of steps was followed involving the role incumbent and those associated with that role: (1) task areas were identified, and statements descriptive of principal competencies were written; (2) indicators of each competency were specified; (3) competency statements were validated in the field; (4) those occupying the role responded to each competency statement described in the ideal, so that a generalized "ideal" profile for each of four roles was produced; and (5) each role incumbent did a self assessment (actual rating) of his/her own performance and compared it to the ideal.

Within the limitations of time and resources it was not possible to implement and test fully an assessment system as conceptualized; this work is proposed as a follow-on project. However, the procedure has been sufficiently clarified and the preliminary steps accomplished to describe how the procedure can be implemented.

In a given district the ideal statements should be examined for any "situation specific" conditions which might require an additional competency statement(s). Statements should be rated

in the ideal form by superiors, by the role incumbent and by a sample of subordinates well in advance of the assessment period; this might be done best in a planning period prior to the school year. This rating, where differences occur, can provide data of potential role conflict and should be examined by all involved in the assessment process.

The assessment process begins with ratings by the incumbent and by others (superior, peers, and subordinates, as determined to be useful). Comparisons between groups and the role incumbent provide information about perceptions of performance. The assessment result described below is an example of this step in the assessment of a school director of a community education program.

> There is agreement in the placement of ratings of competencies represented by #8 and 3 in the High Ideal - High Real category, #2 in the High Ideal - Low Real Category, #5 in the Low Ideal - High Real Category, and #6 in the Low Ideal - Low Real. Competencies #8 and 3 are judged to be important and are judged to be done well. Competency #2 is judged to be important and not being done well. Competency #5 is judged to be of low importance and has received undue treatment. Competency #6 is judged to be of lesser importance and is being so treated.
>
> The Director and the Principal agree upon rating of Competency #7 as High Ideal - High Real, and the Director and Teacher raters agree that Competency #9 is in that category. In this case, the Principal viewed #7 as important and receiving treatment while the teachers view #7 as relatively unimportant (see category Low Ideal - High Real) and receiving undue treatment. Likewise the Teacher raters view #9 as important and being treated as such while the Principal views #9 as important and not being adequately treated. These competencies might well represent real conflict between teachers and principal expectations with the director caught in the middle trying to meet the expectations of both.
>
> Competencies #4 and 11 lack any agreement among raters while #8 represents a competency of concern because both Principal and Teacher see it as important and see it being treated as such. The Director sees it as being of low importance and not being treated as important.

Competencies rated and analyzed in this manner provide an objective, relatively emotion-free and data-based means of examining performance. From such analysis, planned improvement, role conflict, and role clarification problems can be identified and dealt with.

Role Definition and Clarification. The Ideal side of the Quadrant Assessment Model provides a means for defining and clarifying roles through the analysis of role expectations by various groups. In the project, teams of administrators from districts met in groups both of those persons occupying similar roles and as those persons making up an administrative team. In this process, each role was examined and defined in competency terms; the competencies were then reacted to by the administrative team. In many cases, roles became defined specifically for the first time, instances of potential conflict were identified, and role clarification became possible. After roles are defined in the ideal, it is possible to proceed to performance assessment which then verifies role definitions and permits further clarification, as explained in the preceding section.

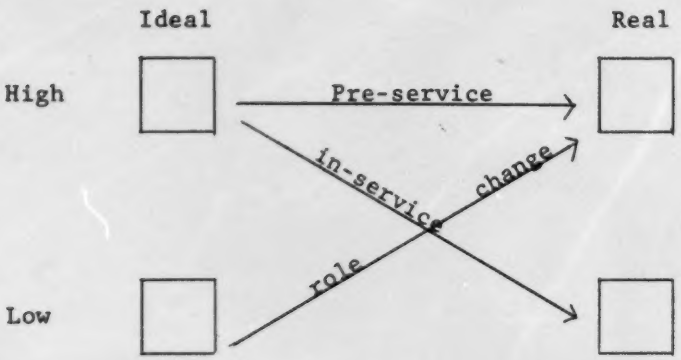
Need Assessment and Program Planning. The procedures employed in the project, and the analysis provided by the QAM serve as need assessment methodologies in two ways. First, within a district or school, performance assessment using competency ratings is a means for assessing the in-service needs of personnel. The procedures used in this way tie in-service directly to validated performance standards. Successive performance assessments in turn provide a means of evaluating in-service training

effectiveness so that in-service methods can be altered in terms of needs.

The second way in which the project procedure can be used is on a wider scale; the project represents a means to conduct need assessment on a state-wide or regional basis.

The QAM is reproduced here to indicate its use:

QUADRANT ASSESSMENT MODEL AS A
NEED ASSESSMENT DEVICE



High Ideal - High Real competencies can be assumed to be important competencies that are being performed in an adequate fashion by practitioners. These competencies are so important that anyone expecting to succeed should be able to perform them well. Therefore, those being trained in pre-service programs should be able to perform adequately in terms of these competencies upon completing pre-service training. Hence, pre-service training to be effective should produce individuals ready to perform these competencies effectively.

Competencies in the High Ideal - Low Real category represent those competencies which are important and which practitioners

generally are not performing well. These competencies represent needs which can be satisfied in in-service or continuing education programs. Those who would effectively improve practice in the field would need to attend to improving performances in these competencies.

Competencies in the Low Ideal - High Real category represent those which are of low importance but which are receiving undue treatment by practitioners. These competencies represent needs to alter role perception and to rearrange job requirements. Both pre-service and in-service education needs to attend to these competencies in terms of altering perceptions of the role and in changing role requirements.

Research and Development. The procedures carried out by the project represent means by which research might be undertaken in role definition, performance assessment, program planning, need assessment and the like. Verification of results obtained, refinement of procedures, validation of effectiveness of the procedures all are legitimate areas of research. In addition the QAM and procedures for using it can play a significant role in research and development efforts. Competencies once identified and performance assessment conducted in this way lead on to research and development required to design training programs, to preparation and testing of materials for training, to design and to testing of techniques for conflict resolution, role clarification.

Certification Assessment. Certification of professional personnel is an area in which dissatisfaction is generally

acknowledged. Among reasons for dissatisfaction are that criteria are unrelated to ability to perform in professional roles for which certification is required, that recertification requirements do not provide a means for identifying incompetence, and that certification does not take into account means of competence attainment other than formal course work.

Valid competencies identification could free universities to provide training planned to promote competencies needed in performance in a professional role. Training and subsequent performance could be linked more directly to the realities of the field. Recertification, likewise, could be geared to performance assessment and training requirements identified by performance assessment. Granted that much research and development work would be required and that political questions surrounding certification need to be resolved, the QAM and the procedures piloted in this project represent a viable alternative to present certification requirements and procedures.

Conclusion

This monograph provides an examination of the conceptual and practical principles and problems involved in role definition and performance evaluation. These two important administrative tasks were cast in terms of a competency-based approach and investigated in an R & D design which involved a number of districts and administrative teams. The resultant work provides a record of experience of successful development and testing of instruments, process and a discrepancy analysis model. The project opens some major areas for further investigation and development as indicated by the applicants sections above.

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APPENDICES

APPENDIX A.

Ideal Profiles: Rank of competency statements is based upon perceptions of importance

Competency statement is provided in abbreviated form. Refer to Volume III: The Manual for complete statement.

Superintendent's Role in Community Education

IDEAL FORM PROFILE

Rank	Item	M	S. D.	Competency Statement (abbreviated)
1- 2	1	4.8	.05	develop board policies
	3	4.8	.05	develop receptivity to community education
3	12	4.8	.20	establish public information program
4	9	4.6	.14	interface with community agencies
5	14	4.6	.22	provide plan: research, development, evaluation
6	15	4.5	.50	provide personnel for research and evaluation
7	13	4.4	.12	provide financial support
8	5	4.2	.10	plan for conflict resolution
9	8	4.2	.16	involve community in content determination
10	6	4.0	.50	initiate need assessment
11-14	4	4.0	1.00	effect communications with patrons
	7	4.0	1.00	expedite organization: personnel and facilities
	16	4.0	1.00	provide funds for research and evaluation
	11	4.0	1.00	establish means "sell" program
15	2	3.6	1.23	encourage diversity in program
16	10	3.0	.70	plan in-service programs

District Coordinator's Role in Community Education

IDEAL FORM PROFILE

Rank	Item	M	S. D.	Competency Statement (abbreviated)
1	11	5.0	.00	development regulations which define policy
2-3	13	4.9	.06	budget information, funding, costs
	1	4.9	.06	identifying district goals, objectives
4-6	3	4.7	.11	advise unit coordinator regarding goals
	5	4.7	.11	identify resources
	6	4.7	.11	develop district-wide programs
7-8	25	4.7	.12	provide training and orientation
	27	4.7	.12	clarify roles and relationships
9	33	4.7	.16	evaluation for district reports; recommend
10	2	4.7	.17	develop strategies for goal accomplishment
11	23	4.6	.13	recruit, recommend directors
12-13	26	4.6	.14	specifications of job descriptions
	28	4.6	.14	evaluation effectiveness of directors
14-15	9	4.6	.16	knowledge of board policies
	19	4.6	.16	employ human relations skills
16	10	4.6	.20	advise board on needed policy
17	22	4.4	.14	utilization, coordination approach to programs
18	16	4.4	.19	organ. & coordinating district community council
19	24	4.4	.22	select support staff
20	7	4.3	.18	initiate structure

(Continued)

Rank	Item	M	S. D.	Competency Statement (abbreviated)
21	14	4.3	.26	administer budget
22	15	4.0	.00	assess effectiveness of expenditures
23-24	8	4.0	.12	utilizing management systems, leadership styles
	21	4.0	.12	consult unit coor.: sugg. alternative methods
25-28	17	4.0	.16	communicate all parts of community
	18	4.0	.16	promote comm. education through media
	20	4.0	.16	recognize conflict and engage in resolution
	31	4.0	.16	devel. criteria where eval. judgments made
29	4	4.0	.16	assist surveys and need assessment
30	30	3.9	.17	utilizing formal and informal evaluation
31	32	3.9	.21	assist directors in instrumentation of evaluation
32	29	3.7	.22	recognize needs and problems of directors
33	12	3.6	.24	prepare and present reports

Building Principal's Role in Community Education

IDEAL PROFILE

Rank	Item	M	S. D.	Competency Statement (abbreviated)
1	10	4.6	.13	clarify roles and responsibilities
2	11	4.6	.14	generate supportive attitude of staff, community
3- 4	2	4.6	.19	employ procedures for establishing goals
	24	4.6	.19	evaluation program in relation to educational program goals
5	1	4.6	.21	implement policy and goals consistent with district
6	3	4.5	.19	serve as liaison: school, board, district, community
7	4	4.4	.16	supervise assessment of program needs
8	12	4.4	.20	work through conflict situations
9	8	4.3	.17	supervise planning and scheduling facilities and equipment
10	5	4.3	.23	supervise planning of curriculum and instruction
11	13	4.3	.29	recruit, select competent director
12	25	4.2	.32	utilize evaluation to modify program
13	7	4.1	.18	apply problem analysis procedures
14	21	4.1	.19	assist in developing and maintaining productive council
15	23	4.0	.21	interpret research data
16	15	4.0	.28	evaluate competence of director
17	22	3.9	.13	employ research techniques
18	20	3.9	.22	plan and establish public relations program

(Continued)

Rank	Item	M	S. D.	Competency Statement (abbreviated)
19	9	3.8	.16	assess climate of faculty and community
20	6	3.8	.19	supervise program implementation
21	17	3.8	.27	organize program with staff/to financial resources
22	14	3.8	.31	supervise director
23	16	3.7	.18	plan in relation to laws of financing community education
24	19	3.6	.19	identifying and utilizing community resources
25	18	3.4	.18	manage finances/to district and agency funds

School Building Director's Role in Community Education

IDEAL FORM PROFILE

Rank	Item	M	S. D.	Competency Statement (abbreviated)
1	1	5.0	.00	motivate, for participation in program
2- 3	10	4.9	.06	recruit, encourage community participation
	14	4.9	.06	implement program
4	24	4.9	.09	promote cooperation with day staff
5	7	4.7	.10	establish and maintain relations with district
6-7	2	4.7	.12	adapt to changing needs
	6	4.7	.12	educate community about Community Education
8	9	4.7	.19	survey, interpret, meet needs
9-10	8	4.6	.16	utilize community agencies
	11	4.6	.16	identify, use human and physical resources
11	23	4.5	.25	supervise Community Education staff
12	4	4.4	.14	delegate responsibility, live with results
13-14	15	4.4	.15	evaluate program effectiveness
	16	4.4	.15	provide in-service
15-16	13	4.4	.19	organ. goals and objective of program
	3	4.3	.19	effective 2-way communication to challenge
17	22	4.3	.23	assess, evaluate performance
18	17	4.1	.10	plan, present workable budget
19	12	4.1	.13	coordinate, schedule use of facilities

(Continued)

Rank	Item	M	S. D.	Competency Statement (abbreviated)
20	21	4.1	.28	recruit interview, select personnel
21	5	4.0	.15	facilitator of decision making, planning, etc.
22	20	3.9	.13	specify job requirements
23	18	3.9	.15	find sources of funding
24	19	3.9	.21	maintain accurate financial record system

APPENDIX B

Priority rating of each competency statement for each role is provided with percentages of responses entered in the table to show preference for type of training and level of competency judged to be appropriate for the competency.

Superintendents' Ratings of Training

To Acquire Competency and Level of Proficiency Needed, in Percents

Item	Priority Ranking	Pre-Serv.	*	In-Serv.	**	Incid.	Self	Level Needed A	U	F
1	1- 2	.5		.5				.6	.2	.2
2	15	.4	.2	.0	.2	.4		.4	.6	
3	1- 2	.3	.2	.3	.2			.4	.6	
4	11-14	.5	.2	.3				.6	.4	
5	8	.25	.0	.5		.25		.4	.6	
6	10	.6	.2	.2				.4	.4	.2
7	11-14	.25	.25	.25		.25		.8	.2	
8	9	.75				.25		.4	.6	
9	4	.5	.16	.16	.16			.8	.2	
10	16	.5	.16			.16		.4	.6	
11	11-14	.3	.16	.3	.16			.4	.6	
12	3	.4	.2	.2		.2		.6	.4	
13	7	.6	.2	.2				.6	.4	
14	5	.3	.16	.3	.16			.2	.8	
15	6	.5				.3	.2	.6	.4	
16	11-14	.5		.3		.2		.8	.2	

* indicates combination of pre-service and in-service.
** indicates combination of in-service and incidental-on-the-job.

Training Columns: Pre-Service, In-Service, Incidentally on-the-job, Self-acquired, No Special Skills Required.

Level of Competency: A - Application (able to apply), U - Understanding (able to teach others), F - Familiarity (know about).

District Community Education Coordinators' Ratings of Training to Acquire Competency and Level of Proficiency Needed, in Percents

See previous table (superintendents) for legend and Appendix A for items

Item	Priority Ranking	Pre-Serv.	*	In-Serv.	**	Incid.	Self	Level Needed A	U	F
1	2-3	.4		.3		.15	.15	.85	.15	
2	10	.3		.5				.85	.15	
3	4-6	.15		.7	1.5			.4	.6	
4	29	.3		.5		.2		.2	.8	
5	4-6	.3		.5	.2			.75	.25	
6	4-6	.2		.3	.5			.85	.15	
7	20	.3	.2	.3		.2		.6	.4	
8	23-24	.7	.15	.15				.85	.15	
9	14-15	.15	.55	.15				.85	.15	
10	16	.5		.2		.3		.75	.25	
11	1	.2		.5		.3		.85	.15	
12	33	.5	.2	.3				.75	.25	
13	2-3	.2	.3	.3		.2		.75	.25	
14	21	.33		.33		.33		.75	.25	
15	22	.3		.5		.2		.75	.25	
16	18	.5		.3		.2		.85	.15	
17	25-28	.5		.3	.2			.5	.5	
18	25-28	.3	.2	.3		.2		.5	.5	
19	14-15	.4	.15	.3	.15			1.0	.0	
20	25-28	.6		.2		.2		.85	.15	
21	23-24	.15		.15	.15	.4	.15	.25	.75	
22	17	.16		.5		.16		.75	.25	

(Continued)

Item	Priority Ranking	Pre-Serv.	*	In-Serv.	**	Incid.	Self	Level Needed A	U	F
23	11	.2		.3		.5		.85	.15	
24	19		.2	.3		.5		.85	.15	
25	7-8	.3	.2	.2		.3		.85	.15	
26	12-13	.5		.2		.3		.75	.25	
27	7-8	.4		.2		.4		.85	.15	
28	12-13	.3		.5		.2		.75	.25	
29	32	.5		.17	.17	.17		.85	.15	
30	30	.5	.2	.3				.75	.25	
31	31	.3		.5	.2			.85	.15	
32	29	.2		.5		.3		.5	.5	
33	9		.16	.66	.16			.5	.5	

Principals' Ratings of Training to Acquire Competency and Level of Proficiency Needed, in Percents

See previous table (superintendents) for legend and Appendix A for items

Item	Priority Ranking	Pre-Serv.	*	In-Serv.	**	Incid.	Self	No Spec.	Level Needed A	U	F
1	5	.25	.16	.34		.25			.6		.4
2	3-4	.3		.3		.3			.6		.4
3	6	.25	.12	.12		.5			.4		.6
4	7			.36	.14	.36	.14		.38	.5	.12
5	10	.6	.13	.13		.13			.25	.75	
6	20			.36		.64			.12	.88	
7	13	.5	.12	.12		.25			.4	.6	
8	9			.25	.12	.63			.4	.6	
9	19			.12	.12	.5	.25		.5	.5	
10	1			.25		.5			.36	.64	
11	2	1.2	.12	.12		.5	.12		.64	.36	
12	8	.36	.14			.25	.25		.36	.64	
13	11	.12	.12	.12		.5	.12		.64	.36	
14	22	.36	.12	.12		.12	.25		.64	.36	
15	16	.6	.13	.13		.13			.84	.16	
16	23	.5	.15	.15		.25				.10	
17	21	.12	.12	.25		.36	.12			.84	.16
18	25	.25	.12	.12		.25	.25			.10	
19	24			.25	.12	.36	.12	.12		.68	.32
20	18	.25		.25		.36			.32	.68	
21	14			.5	.12	.25	.12		.36	.64	
22	17	.6		.13		.26			.31	.38	.31

(Continued)

Item	Priority Ranking	Pre-Serv.	*	In-Serv.	**	Incid.	Self Spec.	Level Needed A	U	F
23	15	.72					.28	.32	.52	.16
24	3-4	.13	.13	.36		.25	.13	.4	.6	
25	12	.25	.12	.25		.25	.12	.6	.4	

Community Education Directors' Ratings of Training to Acquire Competency and Level of Proficiency Needed, in Percents

See previous table (superintendents) for legend and Appendix A for Items

Item	Priority Ranking	Pre-Serv.	*	In-Serv.	**	Incid.	Self	Spec.	Level Needed A	U	F
1	1	.56	.30	.14							
2	6-7	.29		.13		.29	.29		.76		.24
3	15-16	.29		.29		.13	.29		.72		.28
4	12	.29	.13	.29		.13	.13		.32		.68
5	21	.56		.30		.14			.68		.32
6	6-7	.43		.43		.14			.68		.32
7	5	.30		.49		.16			.86		.14
8	9-10	.30		.56		.14			.72		.28
9	8	.43		.43		.14			.72		.28
10	2-3	.71		.29					.72		.28
11	9-10	.56	.14	.30					.72		.28
12	19	.14		.43		.43			.72		.28
13	15-16	.43		.43				.14	.68		.32
14	2-3	.14		.56		.30			.86		.14
15	13-14	.30		.42		.14		.14	.72		.28
16	13-14	.28		.28		.28		.14	.68		.32
17	18	.44		.28			.14	.14	.37		.68
18	23	.28		.44		.14	.14		.68		.32
19	24	.28		.28		.14	.28		.28		.72
20	22	.14		.56		.14	.14		.78		.14
21	20	.14		.44		.14	.28		.86		.14
22	17	.14		.44		.14	.14		.68		.32

(Continued)

Item	Priority Ranking	Pre-Serv.	*	In-Serv.	**	Incid.	Self	Spec.	Level Needed A	U	F
23	11	.14		.44		.14	.14		.72	.28	
24	4	.28		.44		.28			.72	.28	